DOCUMENT RESUME

ED 150 451 CE 015 082

TITLE	National Institute of Law Enforcement and Criminal Justice. Program Plan. Fiscal Year, 1978.
INSTITUTION	National Inst. of Law Enforcement and Criminal Justice (Dept. of Justice/LEAA), Washington, D.C.
PUB DATE	78
NOTE	45p.
EDRS PRICE	MF-$0.83 HC-$2.06 Plus Postage.
DESCRIPTORS	Administrative Agencies; Administrative Organization; Budgets; *Criminal Law; Criminals; Federal Aid; Federal Government; Guides; *Justice; *Law Enforcement; National Organizations; National Programs; Police; *Program Descriptions; *Research Needs; *Research Projects; Violence

ABSTRACT

This program plan is offered as a guide to potential grantees and contractors. It outlines the National Institute of Law Enforcement and Criminal Justice's priorities for research in fiscal year (FY) 1978 and beyond and spells out other Institute programs and projects to be carried out during the fiscal year. The guide is offered as a first step for a close working relationship between the Institute and criminal justice researchers and practitioners. Following introductory material which outlines the Institute's functions, organization, and long-range agenda, the following eight areas in which research will be coordinated and administered are discussed in terms of previous Institute research, priority issues, and FY 1978 funding: correlates and determinants of criminal behavior, violent crime, community crime prevention, the career criminal, utilization and deployment of police resources, pretrial process (delay reduction and consistency), sentencing, and rehabilitation. Fiscal year 1978 research activities for the Institute's offices of research and evaluation methods, program evaluation, and development, testing, and dissemination are also briefly described, along with various other programs receiving funding. (SH)

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ED150451

National Institute of
Law Enforcement and
Criminal Justice

PROGRAM PLAN

FISCAL YEAR
1978

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

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CE 015 082

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FOREWORD

The National Institute offers this program plan as a guide to potential grantees and contractors. The plan outlines the Institute's priorities for research in FY 1978 and beyond and spells out other Institute programs and projects to be carried out during the fiscal year.

The plan cannot answer all your questions, but we hope it offers the first step for a close working relationship between the Institute and criminal justice researchers and practitioners. The Institute staff welcomes further inquiry.

We recognize that the priorities discussed in this plan are not mutually exclusive, nor do they exhaust the possibilities for criminal justice research. We believe they do offer a rational framework for future research that reflects the major problems and needs of criminal justice, an appraisal of the existing knowledge, and identification of the gaps that must be filled before progress can be made. The long-range agenda will receive continuing scrutiny by the Institute and its Advisory Committee. As part of that process, we encourage comments and suggestions from the criminal justice and research communities and from citizens and professional organizations.

Blair G. Ewing
Acting Director
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Enforcement and Criminal Justice

November 1977

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INTRODUCTION

The National Institute of Law Enforcement and Criminal Justice was created in 1968 as the research branch of the Law Enforcement Assistance Administration. Congress gave the Institute this broad mandate: "to encourage research and development to improve and strengthen law enforcement and criminal justice."

In fulfilling the mandate, the Institute identifies research needs, sets research objectives and priorities, and develops and sponsors research and development projects. For the most part, projects are conducted by independent grantees and contractors, although the Institute also has a limited in-house research program.

The Institute's mission encompasses both basic and applied research into all aspects of crime prevention and control and the administration of criminal justice. (Research relating to juvenile delinquency, however, is the province of LEAA's National Institute for Juvenile Justice and Delinquency Prevention.) Thus Institute research projects involve many disciplines and seek to capitalize on diverse talents in the behavioral, social and physical sciences, the law, operations research, and systems analysis.

In addition to research and development, the Institute administers several other programs that fulfill legislatively assigned objectives:

- Evaluation of criminal justice programs;
- Field tests of promising research findings and advanced criminal justice practices;
- Making recommendations for LEAA action programs based on research and evaluation findings;
- Training for criminal justice practitioners and assistance to the research community through fellowships and special workshops;
- Serving as an international clearinghouse for criminal justice information.

To these basic functions, the Congress has added certain specific directives such as the 1973 charge to conduct a National Criminal Justice Manpower Survey, completed last year. In fiscal

year 1976 the Congress directed the Institute to survey existing and future needs for correctional facilities, to sponsor research on the relationship between drug abuse and crime, and to evaluate the results of drug treatment programs in conjunction with the National Institute on Drug Abuse. Work in all these areas will continue in FY 1978.

ORGANIZATION

The Institute's organizational structure reflects its wide-ranging responsibilities as the research arm of a mission agency. A limited reorganization took place in FY 1977, designed to ensure a balance of applied and basic research and to enhance the Institute's role in LEAA's action program development process. At the same time, however, agency policy recognizes that not all research leads immediately to practical application and that an important purpose of research is to develop knowledge that furthers our understanding of crime.

The work of the Institute is carried out through four major offices:

The Office of Research Programs administers the Institute's basic, applied, and developmental research activities primarily through external grants and contracts but also through limited in-house research projects. The Office includes the following divisions: Police, Adjudication, Corrections, Community Crime Prevention, and the Center for the Study of Crime Correlates and Criminal Behavior.

The Office of Research and Evaluation Methods administers methodological research and development activities. Most projects are conducted by grantees and contractors, but limited in-house research also may be carried out. Activities focus on research and evaluation measurement problems and system-wide research and evaluation problems in criminal justice.

The Office of Program Evaluation sponsors evaluations of selected programs primarily through an external grant/contract program, although it, too, maintains a small internal capability. Among the functions of the office are evaluation of selected LEAA-sponsored national programs and of state and local criminal justice initiatives.

The Office of Development, Testing, and Dissemination assures that Institute research and evaluation findings are disseminated and used. The office identifies and develops program models, sponsors field tests, supports training workshops, and provides reference, dissemination, and information services.

The Office of the Director oversees the entire Institute program. Institutewide planning, analysis, and management functions are handled by a special unit created to foster a coordinated approach that builds on the results of past Institute research.

In developing its research objectives and setting priorities for both long-range and short-term research needs, the Institute relies upon the counsel of its Advisory Committee of distinguished researchers and practitioners. (See inside front cover of this booklet for a list of Advisory Committee members.) The Committee meets three times a year with the Institute staff to review program and project plans in light of current needs and issues and to assist in formulating long-range goals.

LONG-RANGE RESEARCH AGENDA

During the past fiscal year, the Institute devoted considerable effort to developing a long-term agenda of issues to be addressed by research over the next five years.

In developing the agenda, the Institute was guided by the following:

- The Congressional mandate;
- The priorities set by the Attorney General and the LEAA Administrator;
- The judgments of the Institute's professional staff;
- The recommendations of the Institute's Advisory Committee;
- The reactions of a large group of criminal justice researchers, practitioners, and Federal, state and local officials.

During the planning process, the Institute staff examined the results of past research to discern fruitful areas for further inquiry. It carefully considered recommendations by knowledgeable groups such as the National Academy of Sciences. To ascertain state and local government concerns, the Institute reviewed suggestions for research contained in the comprehensive state criminal justice and law enforcement plans.

From this process came a list of 10 broad topics, reflecting both basic and applied research:

- Correlates and determinants of criminal behavior
- Violent crime and the violent offender
- Community crime prevention
- Career criminals and habitual offenders
- Utilization and deployment of police resources
- Pre-trial process: consistency and delay reduction
- Sentencing
- Rehabilitation
- Deterrence
- Performance standards and measures for criminal justice

The Institute recognizes that the 10 priorities are not altogether discrete or mutually exclusive. Some of the priorities are characterized by a significant accumulation of knowledge; others are new and as yet poorly defined. Because of this -- and to ensure the widest possible participation in the priority-set-

ting process -- the Institute surveyed more than 700 persons, including members of the research community, criminal justice practitioners and planners, Federal, state, and local officials; and public interest groups.

While reactions to the priorities differed by type of respondent, all 10 topics were considered important priorities for criminal justice research. The highest ratings were given to the topic of the career criminal, followed by deterrence, pre-trial process, and sentencing. Many respondents offered helpful comments on both the general topic and the research issues involved in each. Some suggested additional topics or issues, including white collar crime, victimless crime, decriminalization, and firearms control -- topics that have been the subject of Institute research.

The results of the survey have been analyzed and will be used by the Institute in its ongoing planning and analysis activities. The Institute is encouraged by the response and hopes to continue -- and expand -- this kind of dialog with the constituencies it serves.

THE FY 1978 PROGRAM PLAN

This Program Plan outlines both the long-range priorities of the Institute and the general areas of research it will pursue in fiscal year 1978. It is published as a general guide only. Detailed specifications, funding, deadlines, and application and review procedures for specific programs will be set forth in program announcements to be issued periodically throughout the fiscal year, which ends on September 30, 1978. All Institute Program Announcements are published in the Federal Register. Prospective grantees or contractors are invited to contact the appropriate Institute office for further information on the status of specific programs and projects. The Institute also welcomes comments and suggestions regarding the Program Plan.

Policy and Procedures. The Institute is authorized to enter into grants or contracts with public agencies, institutions of higher education, private organizations, and individuals. The particular funding mechanism used for each project depends upon the nature of the work to be performed. However, LEAA policy stipulates that profit-making organizations are not eligible for Institute grants.

As noted above, program announcements for grant solicitations are published in the Federal Register. Generally, the Institute encourages submission of concept papers -- approximately 10 to 15 pages in length -- describing the problem to be addressed, the objectives of the study, and the proposed methodology. Cost estimates and an indication of the applicant's qualifications to perform the work proposed should be appended. For those projects in which the research objectives and issues are issues are clearly defined, however, the Institute may waive the concept paper stage and solicit formal grant proposals. The program announcement will spell out the specific procedures to be followed.

Review Procedures. To ensure fair and knowledgeable evaluation of proposals, the Institute has established stringent internal and external review procedures. Concept papers and/or proposals are screened initially by the appropriate office staff. They are then circulated for review by Institute staff in other areas with relevant expertise. All grant applications are reviewed by Institute staff in other areas with relevant expertise. All grant applications are reviewed by at least two -- and often three -- knowledgeable outside reviewers -- drawn from the criminal justice and academic communities, research organizations, and private industry.

Criteria. In making decisions on grant awards, the Institute is guided by the peer review process and by the following considerations:

- Compatibility with the Institute's legislative mandate.
- Relationship to the Institute's plan and priorities and to priorities set by the Attorney General and the LEAA Administration.
- Originality, adequacy, and economy of the research design and methods.
- Experience and competence of the principal investigator and staff.
- Probability of acquiring important new knowledge that advances the understanding of or the ability to solve critical problems relating to crime and the administration of justice.

Unsolicited Research. While

The major portion of the Institute budget is allocated for research relating to priorities and programs outlined in the Plan, the Institute also funds unsolicited proposals that promise creative approaches to important problems. The Unsolicited Research Program is described in more detail in the section describing the work of the Office of Research Programs.

FY 1978 BUDGET, PRIORITIES and PROGRAMS

The Institute's budget for fiscal year 1978 is approximately $21 million.* Those funds will support research and development, as well as the Institute's legislatively mandated programs in evaluation and development, testing, and dissemination.

For FY 1978, approximately $6 million has been tentatively allocated for research in the 10 priority areas. This does not preclude major efforts in other areas, and the Institute will continue to fund research in the traditional areas of police, courts, corrections, and community crime prevention. Among the major Institute efforts now under way are studies of white collar crime, including fraud against government benefit programs, consumer fraud, transnational bribery, public corruption and corporate illegalities; police management; and technology research and development.

The Institute's priorities and ongoing research efforts are set forth in the following pages for each office. Projects marked with an asterisk are those for which formal solicitation procedures will be announced in FY 1978. For information on the status of specific programs and projects or guidance in submitting concept papers, please write to the Director of the relevant Office. Addresses appear at the end of each section.

*While Institute funds are appropriated annually, the Institute is not required to obligate these funds in the same fiscal year. Thus, some carryover funds also will be awarded in FY 1978.

OFFICE of RESEARCH PROGRAMS

Focusing upon the Institute's long-range research priorities and LEAA's applied program development needs, the Office of Research Programs sponsors a balance of both basic and applied research that builds upon past efforts, develops new knowledge in priority areas and contributes to LEAA's action program development process.

The Office of Research Programs will coordinate and administer research in 8 of the Institute's 10 long-range research programs. Specific projects proposed for FY 1978 funding in each area are included.

Correlates and Determinants of Criminal Behavior

Crime is a complex phenomenon. Statistical studies of the demographic variables of crime began in the 19th century, and this century has seen a good deal of research on offender characteristics. However, ideas about rehabilitation held for more than a hundred years have fallen into disrepute. What looked like promising leads about criminal behavior also have proven illusory. The time seems ripe for a fresh approach. Indeed, a new and careful exploration of the problem seems mandatory if the study of criminal behavior is not to be abandoned.

Many disciplines are involved. Research must deal not only with the

biological and psychological characteristics of the offender, but also with aspects of his immediate and past environments, the characteristics of the crime, and the availability of drugs, alcohol, and guns. The wider cultural climate and any biases that may exist in the law and legal processes also could be explored.

It should be emphasized that this topic requires long-term, basic research. Many of the research issues chosen will demand a multifaceted approach, and they will be so structured. They will be broad issues, but ones for which complete closure should be possible in time. Several comparative studies will be undertaken.

Among the problems to be faced are those stemming from the interdisciplinary, interagency, and international nature of the research. A number of Federal agencies might be involved. The data required will have to come from a number of countries, states, cities, agencies, and institutions, as well as individuals and will encompass indices of physical and mental health, economics and education as well as environmental and sociological variables.

Previous Institute Research

A number of earlier or ongoing Institute studies have been concerned with some aspect of behavior. These include three relatively long-term studies of Employment and Crime, the Habitual Offender, and applying Econometrics to Criminal Justice. (See descriptions of these programs under "Research Agreements Program." Studies of policies and penalties in the areas of alcohol, firearms, and drugs that influence behavior toward crime, and environmental design studies also relate to the topic.

Interdisciplinary studies of criminal behavior, however, are relatively new to the Institute. Thus, the research program will begin with a limited initial expenditure of funds.

Priority Issues

The following issues are examples of those that might be approached over the next few years through an interdisciplinary approach.

Patterns of Criminal Assault.

Since Wolfgang's study of homicide in 1956, the high correlation of alcohol with murder has been generally accepted. Other studies have confirmed the association and the role of alcohol has been assumed to be "causative." The question of further inquiry has not been raised. However, there is a strong tendency for the highest murder rates to occur in states where the consumption of alcohol and the mortality rates from alcohol abuse are least. Conversely, some states with the highest consumption of alcohol have a low incidence of homicide. The relationship needs reevaluation, perhaps applying other indices in the areas of gun control, health, and education. It may be that drinking is not the problem, but only a symptom of a complex set of circumstances that could be refined further for prevention and control. This might be done in cooperation with other agencies such as the National Institute on Alcohol Abuse and the Treasury Department's Alcohol, Tobacco, and Firearms Division.

Drug Use and Crime.

Numerous studies have pointed out the frequent relationship between drug use and both violent and income-generating crimes. There is a strong assumption that drug use "causes" criminal behavior, although definitive research on the nature and extent of this relationship has yet to appear. In addition to inquiry into the causal relationship between drugs and crime, research is needed to develop better mea-

sures and data sources relating to drug use, crime, and the involved economic and social costs. Another research issue of interest is the relationship of drug users' consumption to changes in drug prices. The National Institute is currently supporting a project to develop a more detailed research agenda in the drug/crime area to articulate and expand this issue.

FY 1978 Funding

Because of the innovative nature of the approach to this priority, FY 1978 funding will be limited. Initially, plans call for a colloquium involving experts knowledgeable and interested in the area who appear to have taken a promising position on the subject and/or who are respected for the breadth of their knowledge and insight into criminal justice. From this would come a more precise agenda for research on correlates and determinants of criminal behavior.

In addition, funds may be provided to begin research in the following areas:

* Projects based on the highest priority issues identified by the colloquium on correlates and determinants of criminal behavior.
* A project to investigate in greater depth the relationships among the use of alcohol and/or guns and the crimes of murder and serious assault.
* Continuing exploration of the relationships between drug use and criminal behavior.
* A project to assess and synthesize the best available research on minorities and crime and propose new research examining the causes and extent of the minority/crime relationship.
* A study to begin to identify and examine key issues relating to women offenders from the time of arrest through court processing, sentencing and correctional treatments to probation or parole release and follow-up.

(The preceding summary was drawn from a paper prepared by Helen Erskine, Ph.D., a staff member of the Office of Research Programs' Center for the Study of Crime Correlates and Criminal Behavior.)

Violent Crime

Violent crime in the United States has risen to alarmingly high levels. The FBI's Uniform Crime Report index of serious violent crime has shown steady increases since 1940. In the early 1960's, the violent crime rate escalated sharply, increasing almost 200 per cent from 1960 to 1975, to a rate of more than 480 crimes per 100,000 persons. Along with the increase in violent crime came an increase in fear. By 1969 public concern was so severe that a National Commission on the Causes and Prevention of Violence was appointed to study the violence problem and suggest improved methods for dealing with it.

Violent crime is primarily a phenomenon of large urban areas. In 1969, the Violence Commission, quoting FBI statistics, reported that the average rate of the major violent offenses in cities of over 250,000 population was 11 times greater than in rural areas, 8 times greater than in suburban areas and 5.5 times greater than in cities with 50,000 to 100,000 inhabitants. Fear is similarly high in urban areas. A 1972 survey found that 20 percent of the men and 52 percent of the women were afraid to walk alone at night in their

cities.

In 1976, the trend toward more violent crime was apparently reversed. The FBI's violent crime index decreased by 4.5 percent from its 1975 level. The abatement seems to be continuing, with the first three months of 1977 showing a 3 percent greater decrease than the corresponding period in 1976. While these findings are encouraging, they may not reflect an actual decrease in societal determinants of violence or in individual propensities for violent criminal behavior. Rather, these decreases may merely be the consequence of the emergence of the "baby-boom" generation from their violence-prone teens and early twenties.

Previous Research

A good deal of research on violent crime had been conducted prior to the work of the Violence Commission. The creation of the Commission in turn led to more research addressing a number of violence-related issues. In general, research has concentrated on topics that are especially significant because of the severity of the crimes, their controversial nature, immediacy, or the public fear and concern they engender -- juvenile violence and gangs, for example, riots and civil disorders, specific violent crimes such as murder and rape, and intrafamily violence and child abuse.

Because of the emotion and fear these concerns arouse, much of the previous work has been directed toward solving an immediate problem or promoting a particular theory or policy, rather than conducting a thorough and objective analysis of violent crime in all its complexity. There are some exceptions, however, such as the work of Wolfgang et al. on crime among a cohort of urban males; studies of juvenile gangs by Cloward and Ohlin and by Short and Strodtbeck; and a study of forcible rape conducted by Chappell of Battelle Institute.

LEAA has sponsored a substantial number of research and action programs seeking solutions to problems of violent crime, including much of the research conducted for the Violence Commission on various aspects of civil disorders. In addition, Institute-sponsored studies by Feeney and Chappell, respectively, have explored specific crimes such as robbery and rape, and the findings offer valuable data for current criminal justice operations as well as for future research. Finally, current Institute evaluation of weapons regulation statutes in Massachusetts and Michigan may also have implications for policy and future research relating to violent crime.

Priority Issues

Three major categories of priority research issues are described below:

Weapons and Violent Crime -- Research will address such questions as weapons availability, ownership, use and relationship to violent crime, and the implications of these findings for regulation and control strategies.

Collective Disorders and Violence -- Research will focus on the causes, correlates, incidence, trends and strategies for prevention and control of collective violence (such as riots and civil disorders.)

Individual Crimes of Violence -- Research will address subjects dealing with the causes, correlates, incidence, trends,

and strategies for prevention and control of the major crimes of individual violence (such as homicide and child abuse) including the characteristics and treatment of the violent offender and the relation of drugs and alcohol to violent crime.

FY 1978 Funding

FY 1978 work will concentrate on the first two priority issues: Weapons and Violent Crime and Collective Violence. Research on Individual Crimes of Violence (including the Violent Offender) is likely to be deferred until FY 1979.

Working group sessions of Institute staff and outside experts will be held prior to the development of specific plans for new research projects in the two FY 1978 priority areas. However, the following is an example of one possible project which might be carried out under the category of Weapons and Violent Crime:

* State-of-the-Art-Review: An initial project might be an extensive search of the literature in the area of weapons and violent crime in order to compile existing research data and identify areas where additional study is needed. The research would focus on such questions as: weapons availability, use and relationship to violent crime; motivations for weapons ownership; impact of current regulatory procedures; special law enforcement and legislative needs and problems involved in weapons regulation; and public attitudes about weapons and about current efforts to regulate ownership.

(The preceding summary was drawn from a paper prepared by Lois Mock, a staff member of the Office of Research Programs' Community Crime Prevention Division.)

Community Crime Prevention

Community crime prevention encompasses efforts to control crime and fear of crime through a variety of coordinated, cooperative mechanisms involving citizens, community groups, civil and criminal justice agencies, and the environment. The effectiveness of a number of community crime prevention projects has generated broad interest in many communities. It has also underscored the need to understand why, how, and under what circumstances these projects -- and the crime prevention techniques they employ -- operate successfully. Examining the interrelationship of factors influencing success or failure is crucial to that understanding.

Despite the apparent success of a number of prevention programs, a review of the literature shows that more systematic research is needed that examines and evaluates various theories and approaches to community crime prevention. The literature in related areas also may provide important information on variables that impinge on crime prevention techniques and strategies. For example, research dealing with community structure, with communications processes, with the social psychology of attitude formation and responses to threatening or risky situations, and with the media's impact on public perceptions and behavior -- all may suggest working hypotheses applicable to crime prevention programs and activities.

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* Projects marked with an asterisk are those for which formal solicitation procedures will be announced in FY 1978.

Previous Institute Research

Institute projects have given particular attention to comprehensive approaches to crime prevention involving the community, the criminal justice system, and the environment. The results have demonstrated the necessity of integrating a variety of crime prevention methods based on a systematic review of the crime problem in a particular urban setting. The findings also underscored the limitations of a single-strategy approach such as "target hardening" -- making access to homes or businesses more difficult by installing better locks, alarms, etc.

Crimes of special concern to the community (such as burglary and rape) have also been studied, focusing on the characteristics of the crimes and the criminal justice and community responses to them. Institute research has also shown that the particular locale and characteristics of the community influence both citizen reactions to crime and their participation in crime prevention activities. Personal recruitment appears to be the most effective technique for achieving participation in all types of neighborhoods.

The neighborhood has been identified as the locus of crime prevention activities, and current research is delving into this issue, studying the relationship between crime prevention and neighborhood cohesiveness and stability.

Priority Issues

Three areas will receive priority research attention over the next three years: 1) citizen and community actions that can affect crime prevention; 2) comprehensive approaches to crime prevention that include environmental as well as other correlates of crime and crime prevention; and, 3) the impact of particularly significant crimes (such as violent crime) on the community and its resources.

FY 1978 Funding

Research in FY 1978 will address all three priority areas. Under the heading of citizen and community activities, research will focus on:

* Citizen Response to Crime and Crime Prevention -- This project will investigate the variety of citizen actions and responses to crime, including crime reporting and individual and collective forms of citizen action. Special attention will be given to the factors influencing crime prevention behavior by citizens.

* Research on Citizen Crime Prevention Program -- This work will analyze those aspects of programs that influence the effectiveness of citizen efforts, including program organization, administration, implementation and recruitment procedures.

* Influence of Mass Media on Citizen Action and Behavior -- This two-part effort will conduct: 1) a state-of-the-art review of research on the mass media as mechanisms for initiating crime prevention and control; and 2) an examination of the relative effectiveness of the various media in influencing citizen crime prevention behavior.

The information produced by

these and other studies of citizen and community activities should be particularly useful to LEAA's Community Anti-Crime Program, which provides funds for local citizen and neighborhood crime prevention activities. The Institute also will be involved in the evaluation of the Community Anti-Crime Program.

Under the heading of comprehensive approaches, research will include:

* Synthesis of Research on Environmental Factors Relevant to Crime Prevention -- This project will identify gaps in our knowledge that require further study. The results will be used to guide program development.

* Relationship of Environment to Informal Social Control Mechanisms -- This new project will examine the conditions under which social and environmental factors influence citizen surveillance, crime reporting, mutual aid and other forms of "public-minded" behavior.

* Environmental Correlates of Crime Prevention Behavior -- This new project under development will examine the responses of offenders, citizens and police to environmental features that affect crime and security. Current crime prevention maxims and recommendation to the public also will be stressed.

* Neighborhood Development and Revitalization -- This new study will examine the relationship between crime prevention activities and neighborhood cohesion and viability. Indicators of neighborhood change will be stressed along with strategies for promoting safety and security in the context of neighborhood/community development and revitalization.

Finally, under the significant crimes research category, the Institute will fund several studies under its Violent Crime priority. These are described under "Violent Crime."

(The preceding summary was drawn from a paper prepared by Fred Heinzelmann, Ph.D., Director of the Office of Research Programs' Community Crime Prevention Division.)

The Career Criminal

The concept of the career criminal -- that a small fraction of all offenders is responsible for a disproportionately large amount of crime -- received empirical support from the landmark 1972 study by Wolfgang, Figlio and Sellin. Their study demonstrated that 6 percent of the cohort studied committed 52 percent of the crimes. A number of names have been coined for this group, including "persistent offenders," "chronic recidivists," "habitual offenders," "repeaters," and "career criminals," the term used in this plan. It should be pointed out, however, that both the name and defining characteristics of this group remain an issue requiring research.

The study of career criminals can be viewed as research on a subset of the total offender population, and thus becomes a more manageable undertaking. At the same time, findings from this closely focused research can be expected to afford clues not only about the broader problem, but also about appropriate methods to be applied to it. The choice of the career criminal as the subset of research interest is guided by: their probable responsibility for a majority of crime; the societal costs of their crimes; and their role as perpetrators of many of the most feared crimes (rape, assault, robbery, burglary).

The conceptual framework for career criminal research is twofold: first, a basic inquiry into the nature, characteristics and extent of the career criminal population; and second, an understanding of the criminal justice system's response to this population. Each of these broad research categories has its own major problems and issues. For example, it is a long, expensive process to acquire and analyze data to test the hypothesis that such offenders are disproportionately responsible for crime and to identify and classify the characteristics of career criminals and factors that contribute to the development of criminal careers. In the important area of juvenile career offenders, a number of difficult issues must be resolved, including data confidentiality, quality and completeness. The possibility of developing predictive measures and techniques also requires special caution, because of the potential and far-reaching policy implications and the grievous consequences of error.

To understand the system's response to career criminals, six major components must be researched: 1) identification (police patrol, investigation, crime analysis, apprehension, etc.); 2) case preparation (police-prosecutor relationships, prosecutorial policy, witness assistance, etc.); 3) prosecution (court handling and procedures, etc.); 4) presentence reports (information included and sources for that information, etc.); 5) sentencing (judge's decision-making and policy, legal provisions, role of criminal record, etc.); 6) correctional treatment (special programs to treat specific subgroups of career criminals, etc.).

Previous Institute Research/Priority Issues

LEAA-funded research on the topic of career criminals has been carried out primarily through the Rand Research Agreement Program on the Habitual Offender which began two years ago and will continue through May 1979. Results to date raise a number of important issues and questions -- as well as some preliminary findings -- concerning habitual offenders. These are concerned with: definition and

identification; proportionate responsibility for crime; amount of crime committed by a single offender; typology of the habitual offender; the system's inability to contain these offenders; and what changes should be considered in the future.

FY 1978 Funding

In pursuit of these research issues, Rand will continue work on career criminals. These efforts will focus on:

Basic Research on Characteristics and Behavior -- This will involve an expanded inmate survey of a sample 3,000 jail and prison inmates in four states.

Emerging Trends in Treatment -- Rand will examine the impact of recently emerging trends toward harsher (or more equal) treatment of habitual offenders.

Policy Approaches -- This will assess the impact of a number of policy approaches aimed at a harsher or more restrictive approach to handling habitual offenders, expanding the previous study in terms of policy objectives.

Overview of the Criminal Justice System as It Relates to Career Criminals -- A six-month survey of how various criminal justice components are now dealing with the career criminal. Five state-of-the-art surveys will be done in the areas relating to the system's response, described earlier in this summary.

Correctional Treatment and the Career Criminal -- The first phase of this 15-month project will be a national survey of states to determine how they define and treat career felons. The second phase will be an assessment of treatment needs, treatment received and programming decisions.

Two additional research issues are possibilities for FY 1978 funding:

* Early Development -- New research on this issue will explore the origin and early development of criminal careers during the juvenile years.

* Predictability -- Research to date has highlighted the issue of predictabilty in criminal careers and the importance of early identification if the criminal justice system is to be more effective in dealing with career criminals. New efforts would continue this line of inquiry.

Because of the sensitivity and breadth of these issues, the Institute envisions that initial funding will be for competitive grants to formulate detailed plans prior to the start of in-depth research. Actual research in one or both of these areas also may begin in FY 1978.

(The preceding summary was drawn from a paper prepared by Richard Barnes, Ph.D., Director of the Office of Research Programs' Center for the Study of Crime Correlates and Criminal Behavior.)

Utilization and Deployment of Police Resources

The need for a radical restructuring and upgrading of the entire police services delivery system has been highlighted in recent studies. Through research sponsored by the Institute and by organizations such as the Police Foundation, significant information is increasingly available to suggest a dramatically different shape for police operations in the future.

Previous Research

Several significant studies have focused on patrol, a key element in the delivery of police services. Specifically, these studies have scrutinized traditional preventive patrol -- random patrolling by uniformed officers in assigned geographical areas. The assumption is that such patrols create a feeling of police omnipresence and thus deter potential criminals. By their ready availability, officers on patrol are assumed to suppress crime and respond quickly to calls for services.

These assumptions have been challenged by such research as the Police Foundation's Proactive-Reactive Experiment in Kansas City, Missouri. This study found that variations in patrol had little impact on reported and unreported crime, citizen satisfaction, and citizen perceptions of security. While the validity of certain aspects of the study has been questioned, it suggests at the minimum that police commanders have considerable discretion in deploying patrol forces. (A discussion of the Proactive-Reactive Study appears in an Institute-sponsored assessment of Traditional Preventive Patrol, conducted under the National Evaluation Program.)

Another assumption that has guided the allocation of patrol resources is that police response time is critical to arrest and citizen satisfaction. A major study of response time is now in its second phase. Supported by Institute funds, the Kansas City Police Department has analyzed more than 900 Part I crimes and now is examining 6,000 Part II crimes and other calls for service. Based on the results to date, it seems clear that the emphasis on police response time is only one part of the crime control equation. What has been ignored is the length of time citizens take to report crimes. The response time study found that many citizens fail to report crimes -- even when they are able to do so -- quickly enough for rapid police response to have a positive impact. With each minute the citizen delays, the probability of arrest declines. The findings have implications for patrol allocation, for communications technology, and for citizen education.

Building on the growing body of knowledge about the potential for variations in patrol allocation and managing demand for service, the Institute funded an experiment in the Wilmington, Delaware, Police Department, with the concept of split-force patrol. This approach divides the patrol force into one unit that responds only to calls for service and another dedicated to preventive patrol and immediate follow-up investigations of certain types of crimes. Evaluation of the experiment found the split force approach to be successful in improving productivity and increasing accountability. The research underscored the need for more investigation into crime prevention, since most so-called preventive police activities are actually directed at apprehension.

Other Institute-sponsored studies have examined the criminal investigation process. The results demonstrate that the investigative function can be much better managed. They also highlight the need for refining screening tools to enable departments to weed out many cases that are unlikely to be solved and concentrate resources where they will do the most good.

Priority Issues

Priorities for Institute research over the next three years are as follows:

Current Police Operations -- Continued investigation of traditional preventive patrol, response to calls for service, and criminal investigations will be on the Institute's agenda. Research on more effective handling of calls for service was funded in FY 1977: a study in the Wilmington Police Department on Managing the Demand for Police Service; a project in Birmingham, Alabama, on Alternative Responses to Police Calls for Service; and an analysis and synthesis of the research results to date on police operations.

Work is planned on the role of police operations, on the method for setting operational objectives, and on the tasks police operations should seek to accomplish. An effort to reconceptualize the police function was initiated in FY 1977. Future projects will examine how roles and tasks should be modified at the working, supervisory, and command levels.

Alternative Approaches for Providing Field Services -- Research is planned on strengthening operational strategies and tactics and the managerial and other adjustments needed to achieve the best results from improved operational strategies. Subsequently, efforts will develop mechanisms for better use of investigative information resources, building on the Rand Corporation's exploratory study of the Criminal Investigation Process. Another proposed experiment will develop and evaluate the specifics of a system-oriented patrol program.

Future research also is envisioned on the managerial implications of, and framework for, operational improvements. Management and supervisory tasks will be specified; problems such as integration of operating units and staff services will be addressed.

FY 1978 Funding

In FY 1978 these new projects are planned for funding:

* Replication of the Kansas City Preventive Patrol Experiment -- This study will be based on an improved research design, taking into account criticisms and suggestions made about the earlier experiment.

* Analysis of Citizen Reporting to Police -- The proposed project will replicate the citizen reporting time findings of the Kansas City Response Time Study to determine if they generally apply in other jurisdictions and to develop data on whether reporting delays can be reduced. The research also will examine the voluntary actions of citizens that contribute to reporting delays -- chasing sus-

pects; conferring with friends, neighbors or relatives about whether or not the police should be notified; personal investigation after a crime is committed -- and the public education implications.

* Police Policy-Making with Particular Reference to Citizen Involvement -- The issue of citizen involvement in the police policy-making process has been clouded in recent years by the debates over citizen review boards. This project will not address this matter. Rather it will study the broader question of how police departments can best obtain citizen advice and recommendations on policy.

* Police Operational Decision Making -- This project will identify strategies and techniques for upgrading management decision-making in operational situations by undertaking an exploratory study to examine issues such as the organizational location of various types of decisions, the effect of command layers on decision-making, and information-bases for various types of decisions. Opportunities for more systematic approaches will be analyzed.

* Applying Modern Management Concepts to the Police Situation -- This project would examine in what ways, if any, police lag behind the military and the private sector in using modern management concepts. It would develop strategies for overcoming these deficiencies and a research and action agenda for tailoring these concepts to police.

(The preceding summary was drawn from a paper prepared by David Farmer, Director of the Office of Research Programs' Police Division.)

Pre-trial Process: Delay Reduction and Consistency

Reducing delay and enhancing consistency are keys to a more efficient, fairer court system. The assumption is that research and development into making the pre-trial process more expeditious and even-handed could contribute to efficiency and fairness. However, it must be kept in mind that measures to reduce delay can adversely affect fairness of consistency, and vice versa.

Delay Reduction. Until very recently, little hard data were available on case processing time in even the largest jurisdictions. While complaints about court delay have been made for decades, previous studies generally analyzed one, or at most two or three, counties. Moreover, while some states have compiled reports indicating total numbers of filings and terminations, these provide little insight into the extent of delay in a given court. Even within states, different courts may count cases and dispositions in different ways, making these figures useless for comparative research.

With the advent of automated information systems, however, case-processing data have become more routinely available. Recent statistical data, most notably that developed by the LEAA-funded pre-trial delay project of the National Center for State Courts, have indicated that delay -- while not a universal problem -- is widespread and serious in many larger jurisdictions.

There are at least three broad areas that require study: 1) the definition and measurement of delay; 2) the extent of delay and its impact on the courts, litigants and society; and 3) the ef-

fectiveness of various measures intended to reduce delay.

Consistency. Ultimately, the adjudication process depends on fairness to achieve real effectiveness. It is essential to know how consistently prosecutors and judges make decisions in the pretrial process. These decisions involve bail or release conditions, formal charging, admission to diversion programs, and charge reduction or dismissal agreements. Until recently, there was almost universal acceptance of the belief that each case was unique, and, therefore, attempts to classify cases and compare decisions for groups of cases would be futile. In the past few years, however, successful efforts have been made to classify and quantify cases along certain dimensions. This has become a widely accepted technique, especially in the areas of bail, diversion, case screening and career criminal programs. No jurisdiction, however, uses these structured procedures at more than a few of the pretrial decision-making points.

The major research issues are: 1) how does one measure consistency? 2) what degree of consistency or accountability is appropriate in the pre-trial process? 3) how consistent are current decisions by prosecutors and judges within a jurisdiction? and 4) what methods can be developed and evaluated for assuring an appropriate level of consistency within a juridiction?

Previous Research

The literatue concerning both pre-trial delay and consistency is sparse, reflecting the relatively small amount of formal or empirical research that has been done in these areas. Major LEAA programs have begun within the past year. LEAA's National Criminal Justice Information and Statistics Service, for example, is devising a standard set of court statistics to serve as the basis of a standardized reporting system. Another example is the pre-trial delay study by the National Center for State Courts. The Institute has concentrated on documenting the impact of procedures to reduce delay, including pre-trial conferences, an expanded pre-trial settlement process and the effect of state speedy trial provisions. Institute-sponsored research is also under way to develop a historical sense of the court delay problem in selected jurisdictions.

In the area of consistency, much of the previous Institute research has concentrated on sentencing rather than the pretrial process, although one ongoing project on Misdemeanor Court Management is focusing on improving consistency in the pre-trial area. Another current project is analyzing data collected by PROMIS (Prosecutor's Management Information System) in Washington, D.C., on the extent and nature of variation in pre-trial decision making. A national assessment of pretrial release was completed last year, and a more extensive evaluation was begun early this year. Finally, a national study of plea bargaining is now entering its second phase.

Priority Issues

A frequently cited reason for delay is inadequate staff resources. A priority for research is to examine available resource allocation methods and develop appropriate tools for allocating the time of judges and attorneys. Past experience in decision-weighted caseload systems also should be examined.

Although it is not the primary purpose for the development

of alternatives to formal processing, court delay is one justification for programs that stress mediation of disputes by lay citizens. As one part of a more comprehensive analysis, there will be a study of the impact on court delay of programs that use informal mediation by lay citizens to resolve minor disputes.

The Institute has just begun a major study of the prosecutorial decision-making process to examine the level of consistency among assistant prosecutors in the larger offices. The study will attempt to develop tools for measuring the degree to which staff are implementing the chief prosecutor's policies. If procedures for increasing consistency can be established, the next step would be to study the feasibility of implementing the recommendations.

Little consistency and coordination appear to exist among all the agencies within a jurisdiction responsible for booking, bail or release recommendations, formal charging, or diversion programs. By examining practices in a number of jurisdictions, it would be possible to document the extent of such inconsistency and to begin to reduce these policy problems. The primary goals are equity for the defendants and efficiency for the operating agencies.

Recent analysis of the PROMIS data from six major urban jurisdictions indicates that more than half of all felony arrests result in dismissals -- a finding with major implications for delay and consistency. If half to two-thirds of the cases prosecutors receive eventually produce no conviction (not even to a reduced charge), a major misallocation of effort may be occurring not only by prosecutors' and defenders' offices but by judges and police as well. The reasons for these high dismissal rates need to be analyzed in more depth to improve the ratio of arrests to convictions.

FY 1978 Funding

Four new projects are proposed for funding during FY 1978, drawn from the priority issues or building on previous work.

* Assessment of Workload Allocation Measures -- This study will analyze and develop methods for determining appropriate personnel resource allocations for courts, prosecutors and public defenders offices.

* Analysis of Felony Case Dismissals -- This project will conduct an in-depth analysis of reasons for felony case dismissals in up to ten cities having operating PROMIS systems.

* Analysis of Community Justice Projects -- This study would consider among other issues the impact on court delay and workload of projects which require the involvement of lay citizens in the resolution of certain disputes.

  Lower Court Management Pilot Project -- This continuation project would conduct pilot efforts in two or three sites to evaluate improved procedures for lower court management. The procedures will be developed at the end of the first phase of the project in the spring of 1978.

(The preceding summary was drawn from a paper prepared by Cheryl Martorana, Director of the Office of Research Programs' Adjudication Division.)

Sentencing

The sentencing system in the United States has been confronted since its inception with the problem of what to do with convicted criminals. The traditional five purposes of sentencing include: 1) incapacitation or restraint -- confining an individual to "prevent" him from committing additional offenses; 2) general deterrence -- punishing one person as an example to others of the consequences of committing a specific offense; 3) individual deterrence -- punishing an individual for his own behavior in the hope that it will not be repeated; 4) rehabilitation -- viewing the criminal as "sick" and providing treatment in the hope of effecting a cure; and 5) punishment or desert -- imposing sanctions commensurate with the gravity of the offense, but with possible consideration of mitigating or aggravating circumstances and/or the offender's prior criminal record.

In recent years, however, the fairness or appropriateness of some of these purposes have been seriously questioned. Indeterminate sentencing, once hailed as a major reform to promote the goals of rehabilitation, has been challenged as inequitable. Critics argue that offenders and the public have a right to know precisely what type and length of sentence will be imposed for a certain offense. Similarly, criticisms have been leveled at the administrative discretion granted parole boards in determining a prisoner's "rehabilitation" and fitness for release.

In response to these criticisms, a number of definite sentencing approaches have been developed. These include presumptive sentencing, commensurate (or "just") deserts, flat-time sentencing, and sentencing guidelines. The measures proposed by these approaches range from providing guidelines to judges to comprehensive legislative revisions involving the reclassification or categorization of crimes according to their gravity, prescription of appropriate sanctions, incarceration of only those convicted of serious crimes, and parole abolition or reorganization.

Previous Research

During the past five years, the Institute has underwritten a good deal of research that either explored the sentencing process itself or the implications of sentencing on various parts of the system. Studies have been funded on sentencing discretion and devices for controlling disparity, including development of sentencing guidelines now being used in several cities. The Research Agreements Program on the Career Criminal also will look at sentencing of habitual offenders. The Institute-sponsored evaluations of the Massachusetts gun law and the New York drug law will assess the effects of restricted latitude in sentencing. In addition, an assessment of Maine's revised criminal code is focusing on the impact of the changes in corrections policies and procedures. Other research is examining sentencing as it relates to parole and to corrections populations and facilities. Finally, the Institute in FY 1977 announced a new Sentencing Initiative, described at the conclusion of this section.

Priority Issues

At least three groups of questions arise from current and proposed sentencing approaches:

1) Determinacy -- What de-

gree of determinacy governs each sentencing approach? How does that degree of determinacy conceptually and operationally achieve the purposes for which the approach was devised?

2) Responsibility -- Who does, and who should do, the sentencing?

3) Impact -- What is the impact of these approaches on the policies and operations of police, courts, corrections, on community perceptions and attitudes, and on offenders?

In developing strategies to explore these questions, there are a number of issues to be addressed, including: employing appropriate research designs; developing adequate baseline data; precisely defining the variables of interest both conceptually and operationally; reconciling findings despite wide variations in definitions of crime, application of sanctions, level of discretion, etc., across jurisdiction and over time; and, finally attempting to isolate the effects of specific variables when those effects are the product of the interaction of several variables operating simultaneously.

Given the significance of the trend toward various forms of determinate sentencing and mandatory minimums, a comprehensive examination of these sentencing alternatives is a high priority. Research in this area should address questions pertaining to the conceptual basis underlying each approach, the context within which sentencing revisions have occurred, the costs incurred in implementing and maintaining a revised sentencing approach and the substantive impact of various sentencing approaches on police, courts, corrections agencies and on individual participants -- offenders, staff, judges, and community members.

FY 1978 Funding

Research in 1978 will give priority to the Sentencing Initiative for which concept papers have been solicited. Primarily, this research under development will investigate the impact of sentencing approaches on courts and corrections:

Case Loads -- What are the possible effects on court case loads of sentencing reforms such as definite sentencing or mandatory minimums?

Prosecutorial Discretion and Plea Bargaining -- What is the nature and extent of these activities under various definite sentencing approaches?

Judicial Discretion -- What effect do sentencing reforms have on the extent and exercise of judicial discretion? And what is the reaction among judges to various determinate sentencing approaches?

Institutional Programming -- What is the ideal and actual role of rehabilitation in a system dominated by a punishment rationale? In such a system, what is the likelihood of funding for rehabilitation?

Good Time and Discipline -- Given elimination of a parole board, how will discipline be handled? How is "good time" defined and used as sanction, and how should it be in the future?

Parole Function -- Who assumes the parole board's responsibilities if it is abolished? If if is reorganized what functions does it serve and how do these differ from present functions? What would be the impact of parole abolition on the salutary effects

of parole?

Community Alternatives -- To what extent, and under what conditions, do community-based approaches serve as alternative modes of punishment under proposed sentencing reforms?

In addition to the Sentencing Initiative announced late in FY 1977, a continuation effort in FY 1978 will support implementation in four counties of sentencing guidelines developed under previous Institute research. Another proposed FY 1978 project will examine the effects of sentencing guidelines on courts that have implemented them. Special attention will be paid to charging, plea bargaining, delay, and number of jury trials. FY 1978 funds also have been budgeted for a continuation of the study of the impact of the changes in Maine's Criminal Code.

(The preceding summary was drawn from a paper prepared by Phyllis Jo Baunach, Ph.D., of the Office of Research Programs' Corrections Division.)

Rehabilitation

Retribution, deterrence, and rehabilitation are usually considered fundamental purposes of corrections. The first two concepts are based on traditional beliefs that antedate our judicial system. Rehabilitation lacks this long tradition, as its historical development spans only 250 years of sporadic attempts to substitute "treatment" for punishment. Furthermore, the nature of rehabilitation is to mitigate punishment, thus contradicting the purposes of retribution and deterrence -- the two correctional goals presumably most important to society's welfare.

Today, the most important issue in rehabilitation is the growing conviction among both experts and lay persons that most treatment has been ineffectual in rehabilitating offenders. The perception that "nothing works" has led many states to deemphasize rehabilitation, primarily by eliminating the indeterminate sentence.

Public concern about crime, judicial concern about equal treatment for offenders, well-publicized statements from correctional and enforcement experts equating rehabilitation with "leniency" -- all these have contributed to the current disenchantment. But research also has been influential, particularly these three sources: 1) Daniel Glaser's study of the Federal prison system, which cast doubt on the effectiveness of institutional rehabilitation programs, and ironically, led to an expansion of community programs such as halfway houses. 2) The accumulation of research reports issued by California in the 1960's that consistently reported only marginal success for treatment programs. 3) The 1974 survey by Martinson et al. of the reported results of more than 200 studies of treatment programs, which has been widely interpreted as concluding that "nothing works." (It should be noted, however, that the evidence that "nothing works" is inconclusive, since so many studies and/or programs studied have serious flaws.)

There are three fundamental methodological problems in studying rehabilitation programs:

1) Defining rehabilitation -- Recidivism is widely accepted as the criterion for determining rehabilitation, but definitions of recidivism vary so greatly

that program comparisons cannot be made, nor is it possible to establish the natural or average recidivism rates for either the corrections system or individual programs.

2) Measuring results -- Standard measurement techniques are crucial to the study of rehabilitation. (This issue is discussed in more detail under Priority Issues below.)

3) Attributing effects -- Because there are so many variables, establishing cause-effect relationships between programs and behavior is virtually impossible, even in controlled experiments.

Previous LEAA Research

LEAA has funded a variety of rehabilitation programs. Three current or planned programs that offer opportunities for research are restitution projects, prison industries' modernization, and improvement of field services -- all being implemented in several jurisdictions or institutions. Research and evaluation by the Institute are under way or planned for these efforts. In addition, the Institute has sponsored research on a number of topics discussed in this summary, including conceptual studies about probation and parole, research into measurement techniques, program evaluations, and studies of the effects of change on corrections.

Finally, LEAA's National Criminal Justice Information and Statistics Center has funded offender data systems that track offender movement through the state's criminal justice system and ultimately will provide demographic and program results data -- useful for state-to-state comparisons.

Priority Issues and FY 1978 Funding

The issues outlined below probably require a minimum of five years to build a valid body of knowledge. To begin this effort, the following projects are under development or proposed for FY 1978, chosen for their importance and their feasibility:

The Concept of Rehabilitation -- An examination of the validity of the concept of rehabilitation and whether it is feasible for corrections agencies to attempt to apply it. Four or five papers will be commissioned on: the rehabilitation process; the assumptions undergirding each step of the process; the validity of those assumptions; the assumptions amenable to research. These perspectives will provide a theoretical statement on rehabilitation and point to directions for further research.

Measuring the Degree of Success of Correctional Programs -- Four categories are included in this priority issue:

1) Establishing definitions of success for specific programs.

2) Developing techniques to measure program effects.

Work on both definitions and measures was funded in FY 1977, with results anticipated in FY 1979 when they will be tested.

* 3) Developing cost-benefit models. Funds will be awarded in FY 1978 to develop a Cost-Benefit Model for Community Corrections Programs.

4) Identifying the natural

performance rate of corrections -- the success rate if there were no treatment programs. Information useful in establishing the system's performance rate may be forthcoming from a current Institute project, Survey of Criminal Justice Evaluation Studies. FY 1978 plans call for a new project that will conduct further analysis of the data base of this project (see below), including an assessment of the validity of the performance rate.

Attributing Program Effectiveness -- This issue includes determining which programs are most effective for which types of offenders under which conditions; and identifying the characteristics and needs of specific correctional populations such as women offenders and habitual offenders.

New projects proposed for FY 1978 under this heading are:

* An Analysis of Data Base: Survey of Criminal Justice Evaluation Studies, which is expected to provide preliminary information on effective programs.

* An Evaluation of the Free Venture Model of Prison Industries, a program developed under earlier Institute research and now being implemented in several state corrections systems. In addition to its potential for rehabilitation, this new approach to prison industries may significantly alter existing prison management practices and inmate social organization.

* An Assessment of Probation and Parole may also begin in 1978. This new project will build upon the findings of Critical Issues in Probation Services, a project scheduled for completion in January 1978.

* An Exploration of Alternative Programs for Female Offenders, which is based on a re-analysis of the data base from the National Study of Women's Correctional Programs.

Assessing the Effects of Change -- In FY 1978, research in this category will consist of continuation studies of the effect of determinate sentencing upon corrections, as outlined in the Sentencing Priority and under Other Research.

(The preceding summary was drawn from a paper prepared by John Spevacek, Director of the Office of Research Programs' Corrections Division.)

Other Research

In addition to work outlined above under the priority topics, other research projects proposed or under development for FY 1978 include the following:

Police Division

Police Referral Systems -- This continuation project will analyze data collected on police referral systems, and will discuss implications for improved handling of the large volume of social service cases that come to the attention of local police agencies.

Anti-Corruption Management -- This continuation project will develop an assessment package for measuring police corruption. The study also will examine the socialization process for police officers and seek to identify personality traits that might be predictive of corrupt behavior.

Police-Prosecutor Relations -- This project under development will examine problems in the relations

between police and prosecutors in selected cities and develop operational models for improving working relationships.

Forensics

The Police Division also administers research in the forensic sciences:

* Bloodstain Analysis -- This new project will study the development and screening of more reliable anti-sera for bloodstain analysis.

Identification of Human and Animal Hair -- This research will continue development of improved techniques for the individualization of human hair and identification of animal hair.

Forensic Microscopy Regional Workshops -- This project will conduct a series of workshops for crime laboratory examiners.

Gunshot Residue Workshops -- This project will train crime laboratory examiners in detecting gunshot residue on a suspect's hands.

Crime Laboratory Methods -- This project will compile a compendium of acceptable methods for analysis of physical evidence by crime laboratories nationwide.

Adjudication Division

* Judicial Information Needs in Mental Health Area -- This new project will identify the kinds of mental health information needed by criminal court judges and specific problems in communication between professionals in the fields of law and psychiatry. It will also determine the expected frequency and nature of mental health information needs for various types of criminal cases.

Alternatives to Adjudication: An International Study -- This continuation effort is analyzing alternative procedures from other industrialized countries and will incorporate relevant alternatives in a comprehensive model for dispute settlement.

* Sentencing Guidelines Research and Evaluation -- This new project will analyze the effects on charging, plea negotiation, delay and sentencing practices of the use of county-wide sentencing guidelines that were developed in several jurisdictions with Institute support.

Community Crime Prevention Division

* Public Opinion on Crime and Community Justice -- This new project will develop a data base of public opinion on crime and community justice.

Employee Theft -- This project under development will examine the nature, impact and possible countermeasures with respect to employee theft in Minneapolis/St. Paul, Minnesota. The research will be conducted through interviews with management personnel, questionnaires to employees, and examination of organizational records and on-site observation.

Corrections Division

Corrections Facilities Survey -- This legislatively mandated responsibility was assigned to the Institute in the Crime Control Act of 1976. The Institute has submitted a preliminary report to Congress: Prison Population and Policy Choices. In FY 1978, work will continue in analyzing prison population forecasts and their implications for corrections. At the same time, the impact of new sentencing approaches on the sizes of jail and prison populations will be estimated.

Equipment Standards

* User Needs Survey -- This new project will establish research and development requirements for equipment, techniques and systems in courts and corrections.

Police Car Survey -- This ongoing effort will determine the use and experience of police with compact cars.

Cargo Security Field Test -- This ongoing effort will test and evaluate the Institute-developed cargo security system.

Research Agreements Program

The Research Agreements Program provides long-term support to universities and research organizations for studies in broad criminal justice areas. The initial grant is for two years with continuations based on performance. Each grant supports a series of interrelated projects in a single area.

The program was launched in fiscal year 1975 with four research agreements:

The Rand Corporation -- habitual criminal offenders.

Northwestern University -- collective responses to crime at the community level.

Hoover Institution on War, Revolution and Peace -- econometric analysis of crime problems.

Yale University -- White collar crime.

A fifth research agreement was signed in FY 1977 with the Vera Institute of Justice for a study of the relationship between employment and crime.

These efforts will be ongoing in FY 1978. The Research Agreements Approach may be used in launching new research programs by the Institute's Center for the Study of Crime Correlates and Criminal Behavior.

For more information on the Research Agreements Program, please contact: Dr. Richard Barnes, Director, Center for the Study of Crime Correlates and Criminal Behavior, Office of Research Programs, at the address listed at the end of this section.

Visiting Fellowship Program

This program is open to highly qualified criminal justice professionals and scholars. Fellowship recipients come to Washington, D.C., to work on research of their own design. Project periods range from three months to two years. In selecting fellowship recipients, the Institute looks for creative, independent research on the major issues involved in crime prevention and control and the administration of justice. Applicants are required to submit concept papers by November 15 each year.

For a copy of the program announcement, please write to the Director, Office of Research Programs, at the address listed at the end of this section.

Graduate Research Fellowships

FY 1978 Institute funds also will be used for a limited number of fellowships awarded to doctoral candidates through sponsoring universities. The fellowships support students engaged in the writing of a doctoral dissertation in the area of criminal justice. Applicants must have completed all degree requirements except for defense of the dissertation prior to awarding of the grant. The

maximum amount of any fellowship is $10,000. Concept papers are reviewed by Institute staff, as well as staff of LEAA's Office of Criminal Justice Training and Education and by panels of academicians knowledgeable about research needs in the field of criminal justice. Concept papers already have been submitted for FY 1978. For more detailed information on the Graduate Research Fellowship Program, please contact:

Office of Criminal Justice Education and Training
Law Enforcement Assistance Administration
Washington, D.C. 20531

Unsolicited Research Program

To widen the range of creative responses to criminal justice research issues, the Institute in FY 1977 began a program of unsolicited research. In FY 1978, this effort will be expanded. There will be two funding cycles, each announced through a formal program solicitation. Approximately $750,000 has been budgeted for unsolicited research in FY 1978, half to be awarded in each funding cycle. The normal range of grants will be from $10,000 to $150,000 for research of up to two years' duration.

The kinds of research eligible for funding through the Unsolicited Research Program are:

- small, individual research projects for which there are few alternative funding mechanisms;
- research emphasizing innovative approaches to criminal justice;
- basic or theoretical research on interdisciplinary subject areas relevant to criminal justice;
- research not currently identified as priorities or innovative approaches in priority areas for the Institute;
- exploratory studies in criminal justice areas in which there has been little previous work.

Among the FY 1977 unsolicited research applications for which proposals have been requested are:

- a project to devise improved methods to enhance latent fingerprints and to develop a method to determine whether a sample of human hair is from a male or female.
- a study of techniques to reduce nonjudicial demands on judges so that the maximum available judicial resources can be devoted to handling increasing criminal caseloads.
- a project to develop more understandable jury instructions.
- a project to study the relationship between different prison environments and tension among inmates. Tension will be measured by both physiological and psychological instruments to establish the thresholds of tolerance for crowded conditions.

For additional information on the FY 1978 Unsolicited Research Program, contact Phyllis Jo Baunach, Ph.D., Chairperson, Office of Research Programs, at the address listed below.

For Information: For additional information on any of the foregoing priorities or programs, contact:

Director, Office of Research Programs
National Institute of Law Enforcement and Criminal Justice
Law Enforcement Assistance Administration
Washington, D.C. 20531

OFFICE of RESEARCH and EVALUATION METHODS

The Office of Research and Evaluation Methods administers the Institute's methodological research and development activities primarily through an external grant/contract program. It also maintains a small, internal research program and provides other Institute and LEAA offices with advice concerning research and evaluation methodologies and approaches. Activities focus on research and evaluation measurement problems associated with the Institute's long-range research agenda and on criminal justice systemwide research and evaluation problems.

This Office administers 2 of the 10 long-range priorities of the Institute -- Deterrence and Criminal Justice Performance Standards and Measures. Descriptions of efforts planned in these two areas follow.

Crime Deterrence

Deterence is one of society's fundamental mechanisms for crime prevention and control. In contrast to incapacitation and rehabilitation, deterrence policies attempt to influence the behavior of all members of the population, not just those who have already broken the law. To the extent that deterrence occurs, or can be made more efective, our dependence on other reactive and corrective mechanisms could be reduced.

The Institute's deterrence research program is primarily aimed at developing improved analytic concepts and methods for evaluating criminal justice deterrence policies. But, because our society's concepts of criminal behavior and acceptable sanctions are continually evolving, and differ both from those of other nations and from those within various segments of our own society, research in this area must balance questions of effectiveness with other less quantifiable considerations of ethics and ideology.

Basically, deterrence is the control of behavior through the fear of punishment. The development of our present system of criminal laws and practices reflects both the fundamental assumptions of deterrence theory and the attempts of policy makers to apply them to problems of crime control. Briefly stated, deterrence assumes that: 1) humans are rational and can foretell the probable consequences of their actions; 2) humans are attracted by pleasure and repelled by pain; and 3) humans are, at least partially, free to choose among alternatives and control their own behavior. Over the years, experience has led to the following additional premises: 4) individual and group tendencies toward criminal behavior can be controlled by appropriate types

and levels of sanctions; 5) effective control requires that potential offenders perceive the probability of detection, arrest, trial, conviction and punishment to be high enough that the criminal behavior becomes less attractive than available noncriminal alternatives; 6) perceptions can be influenced directly and vicariously so that behavior may be modified either by direct experience of sanctions or the threat of potential punishment.

For some time, U.S. policies have emphasized rehabilitation, rather than deterrence, as the primary control mechanism of the criminal justice system. More recently, however, the success of our rehabilitation policies has been challenged. At the same time, reexamination of prior deterrence studies indicate that negative conclusions about its existence or effect may have been unwarranted. Although more recent studies have used sophisticated analytic techniques and claimed to demonstrate deterrence effects related to sanctions, these too are subject to methodological challenge. Thus, the validity of prior beliefs about both the effectiveness of rehabilitation and the ineffectiveness of deterrence is now in doubt. The picture is further blurred because incapacitation effects have been shown to be a significant confounding variable in any analysis of major sanctioning policies.

Previous Institute Research

Several projects with relatively direct deterrence-related objectives have been sponsored by the Institute. One major effort supported a National Academy of Science Panel on Deterrence Research, which made a number of recommendations to the Institute regarding priorities in this area. The recommendations include increased emphasis on longitudinal and time-series studies in place of simple cross-section analyses; studies of naturally occurring variation in noncapital sanctions; and efforts that focus on the effects of sanctions on individual criminal behavior as opposed to the typical aggregate studies.

Other studies and ongoing efforts encompass conceptual and statistical modeling, program evaluation, local policy developments and changes in state laws governing sanctions for gun and drug violations.

Priority Issues

Three major types of research efforts are described below in order of priority:

1. Concepts and Tools -- developing and improving conceptual models and methodological tools for planning and evaluation of deterrence-related policies and programs.

2. Development and Testing -- empirical development and testing of exploratory field studies with special or general deterrence as major operational objectives.

3. Evaluation -- evaluating major legislative and policy developments that offer possibilities for large-scale tests of deterrence at Federal, state and local levels.

FY 1978 Funding

The development of basic conceptual and methodological tools for planning, analysis, and evaluation will be the focus of research in the area of deterrence in 1978. Categories of studies proposed include * new projects to develop improved qualitative and quantitative models with near-

term emphasis on perceptual aspects of deterrence mechanisms in general populations.

In addition, if suitable opportunities arise, up to half the FY 1978 * funds allocated to this priority may be available for new quasi-experimental research on legislative or policy initiatives in deterrence.

(The preceding summary is drawn from a paper prepared by Bernard A. Gropper, Ph.D., a staff member in the Institute's Office of Program Evaluation.)

Performance Standards and Measures

For the criminal justice system, a pressing need is to devise performance measurement that proceeds logically and comprehensively across all system segments. In 1973, the National Advisory Commission on Standards and Goals gave formal recognition to the system concept, issuing a separate volume called, "The Criminal Justice System." In this volume they proposed system objectives of crime-oriented planning and comprehensive data-collection activities. They also stressed the need to define the proper functions of the various agencies that make up the criminal justice system.

Previous LEAA Research

LEAA activities in performance measurement have had two phases. The first, prior to 1973, can be characterized as a building block period in planning and resource management. Work by Blumstein and Larson, published in 1969, tried to rationalize allocation of resources within the system. Their theoretical work led to development of the JUSSIM computer-based resource planning simulator for criminal justice agencies. This development, along with other fundamental activities in crime-oriented planning, comprehensive data collection, and resource allocation modeling led to growth in the direction of more detailed statistics and more detailed resource allocation models within system components. A major portion of LEAA funding in this area was for capacity building for planning and evaluation systems, including activities such as those by Project SEARCH to promulgate standardized data elements, and implementation of information systems supported by LEAA's National Criminal Justice Information and Statistics Service. Research in linking resources and activities to performance, however, was limited.

With enactment of the 1973 Crime Control Act and the increased role of program evaluation, there has been greater recognition of the need for better tools to measure effectiveness. Institute research during this second phase raised basic questions about the effectiveness of traditional approaches and of many existing programs. The Institute's National Evaluation Program studies illuminated the dearth of solid outcome information in many cases.

Thus, the second half-decade of Institute research has demonstrated that many measurement building blocks remain unconstructed. It is now clear that inputs and outputs alone cannot provide an adequate theory of system performance. It is also apparent that many traditional activities do not contribute as effectively to crime reduction

as was once thought. The challenge of future performance measurement research is to integrate and add to the knowledge and building blocks created in the first two phases. If the accuracy of performance measures is to be improved, then criminal justice activities must be studied in full context of the missions and functions of an agency.

Priority Issues

The ultimate goal of Institute-funded research in this area is the installation of a comprehensive -- and comprehensible -- system of performance measures in cities throughout the country. The benefits to be derived from such a program are neither trivial nor entirely long-range. By stepping through the crime control process in an orderly and comprehensive way, profitable action opportunities and potential pitfalls should emerge relatively soon. There are five basic aspects of performance requiring research.

Efficiency -- whether an agency produces specified levels of services at minimum cost.

Effectiveness -- whether specified goals are met.

Equity -- whether all members of a target population are equally well-served by an agency.

Responsiveness -- the degree to which services provided are consistent with public demands.

Productivity -- the ratio of outputs to inputs over time, measuring the increasing efficiency with which the organization applies its resources.

The highest priority in the near future is developing a comprehensive measurement strategy. It should address the complete range of objectives of each criminal justice agency and should examine the implications of the objectives in light of overall system performance. Moreover, it should recognize the importance and interrelationships of the multiple dimensions discussed above. Once conceptualized, the logical sequel to a measurement strategy will be empirical validation of performance measures developed within its framework.

Because studying every aspect of the criminal justice system is likely to be unmanageable, some aspects of its performance will be emphasized. Nonetheless, studies will still retain a comprehensive spirit. These areas of concentration include (a) emphasis on the crime control goal (within legal limits); (b) consideration of only the criminal justice professionals (ignoring societal factors); (c) restriction to the adult offender population; and (d) concentration on metropolitan settings.

FY 1978 Funding

Three programs are proposed for FY 1978 funding:

* Conceptualization of Performance Measurement -- This new project will develop a conceptual model of the criminal justice system and production of a consistent measurement strategy for those elements within the scope of special emphasis. Studies from five perspectives are envisioned: Systems-Level, Police, Courts, Prosecution/Defense, and Corrections.

Assessment of Operational Measurement Systems -- This

ongoing study will examine performance measures used in a limited number of operational agencies to determine the qualities of performance being measured.

* Criminal Population and Activities -- This new project will determine ways to estimate the current and potential criminal justice system clientele, and the frequency of criminal activity. This research is intended to be highly exploratory.

(The preceding summary is drawn from a paper prepared by Edwin Zedlewski, a staff member in the Office of Research and Evaluation Methods.)

Other Methodological Research

In addition to the foregoing work, the Office of Research and Evaluation Methods will support a series of small grants to further the methodological state-of-the-art in criminal justice research and evaluation. These include:

* Research and Evaluation Methods Studies -- This new effort is designed to provide support for a range of studies of high technical quality aimed at research development and testing of methodological innovations of significant potential utility to criminal justice evaluations.

Stochastic Modeling -- This continuation effort will extend the current research to cover multiple time series, and it will package analytic software for general dissemination.

Improving Evaluation Designs -- This study will identify key design flaws of traditional evaluation approaches through study of the holdings in the NCJRS Evaluation Clearinghouse. The emphasis will be on development of new designs with more flexibility in application.

Alternative Statistical Analyses -- This project will explore alternatives to conventional social science methods to isolate a full range of hypotheses consistent with observations in research and evaluation.

For Information: Inquiries about any of the above research and evaluation methods programs should be addressed to:

Director
Office of Research and Evaluation Methods
National Institute of Law Enforcement and Criminal Justice
Law Enforcement Assistance Administration
Washington, D.C. 20531

OFFICE of PROGRAM EVALUATION

The newly formed Office of Program Evaluation funds, designs, and administers evaluation studies of national-level programs, innovative and experimental projects and programs, selected criminal justice techniques and procedures, and significant state and local legislative or administrative changes or reforms. In addition, this Office supports the development of evaluation studies and is responsible for maintaining a national-level evaluation clearinghouse.

Major objectives of this office are to help increase the capabilities of state and local evaluators and to design and sponsor full-scale evaluations of key national programs.

Evaluation activities scheduled for FY 1978 include:

Program Evaluation

LEAA supports many national-level programs designed to demonstrate the effectiveness of various concepts and methods to reduce crime and improve criminal justice. The Office of Program Evaluation funds evaluation of a select number of these programs each year.

Many of the FY 1977 demonstration program evaluations will continue in FY 1978, including an examination of a program aimed at Reducing Court Delay, a Career Criminal Program, Standards and Goals, and the Community Anti-Crime Program.

* In addition, six to eight LEAA discretionary fund demonstration programs will be the focus of varying new evaluation efforts in FY 1978. The programs will be described in forthcoming program announcements.

The Office also conducts evaluations of national level programs that are conducted on a test basis by the Institute's Office of Development, Testing, and Dissemination. For FY 1978, these test evaluations include:

* Halfway Houses -- This study will evaluate the cost-effectiveness of halfway houses as an alternative to the later stages of incarceration for selected groups of prisoners.

* Multi-County Sentencing Guidelines -- This study will examine the effects of judicial guidelines on sentencing consistency and equity in two or more counties of a state.

* Split-Force Patrol -- This will analyze the efficiency and impact of an innovative means of allocating police patrol resources.

Neighborhood Justice Centers -- This research under development will evaluate the impact of varying levels of field supervision and control upon selected groups of criminal offenders.

Differential Probation -- This research under development will evaluate the impact of varying levels of field supervision and control upon selected groups of criminal offenders.

In addition, work will be completed on evaluations of the following tests: Community-Based Corrections, Managing Criminal Investigations, Neighborhood Team Policing, Improved Juror Utilization, and Improved Lower Court Case Handling.

Innovations by state and local governments offer opportunities to gain new knowledge, and the Institute has funded evaluations of the elimination of plea bargaining in Alaska, the New York State drug law, and gun laws in Massachusetts and Michigan. New legislative initiatives during the fiscal year, priorities identified by the LEAA Administrator, and opportunities presented by unsolicited research proposals also may be funded.

National Evaluation Program

This program sponsors a series of phased evaluations of "topic areas" consisting of groups of ongoing projects with similar objectives and strategies.

The initial step in the process is a "Phase I" study that identifies the key issues, assesses what is currently known about them, and outlines approaches or methodological needs for more intensive national or local evaluation. Phase I studies are not meant to be definitive evaluations;

rather they analyze what is presently known and what is still uncertain. Each Phase I results in an assessment of the project type based on available data, documentation, and limited pre-testing of possible designs for more intensive Phase II evaluation.

* In FY 1978, the National Institute will award new contracts or grants for Phase I assessments in four or five selected topic areas, which will be described in a forthcoming program announcement.

Phase II studies are now being carried out on the Treatment Alternatives to Street Crime (TASC) program and Pretrial Release programs.

* Two or three additional Phase II topic areas will be selected and announced in FY 1978. Funds will be awarded through contracts.

Evaluation Clearinghouse

Part of the National Criminal Justice Reference Service, the clearinghouse collects materials currently available in the field of evaluation, with emphasis on completed criminal justice program evaluations. The primary audiences are State Planning Agencies and Regional Planning Units, but the materials are available to other NCJRS users. The clearinghouse includes evaluation materials that describe and analyze criminal justice programs at the Federal, state and local levels. More than 3,500 documents currently are listed. NCJRS users are notified regularly of new evaluation listings. Inquiries should be addressed to:

National Criminal Justice
Reference Service
Box 6000
Rockville, Maryland 20850

For Information: Inquiries about any of the above activities of the Office of Program Evaluation should be addressed to:

Director
Office of Program Evaluation
National Institute of Law
Enforcement and Criminal
Justice
Law Enforcement Assistance
Administration
Washington, D.C. 20531

OFFICE of DEVELOPMENT, TESTING and DISSEMINATION

The Office of Development, Testing and Dissemination (ODTD) communicates NILECJ research results to both the research and practitioner communities, promotes the adoption of improved criminal justice practices, and supports the development of LEAA action programs by designing and testing new approaches based on Institute findings. In FY 1978, the Office will support programs to:

- develop program models from research findings and successful operating practice;
- identify and publicize outstanding local projects;
- convert research findings into specialized formats tailored to specific target audiences;
- analyze the change process in criminal justice;
- present training workshops and seminars on new techniques to senior criminal justice executives and researchers;

- test promising experimental approaches throughout the country;
- provide on-site training at exemplary projects;
- provide comprehensive information, reference and referral services to all parts of the criminal justice system.

The Office operates through three program divisions:

Model Program Development Division

The Model Program Development Division conducts the Exemplary Projects Program, the Research Utilization Program and sponsors research into the process of change in criminal justice agencies.

The Exemplary Projects Program searches out, identifies and publicizes outstanding local projects. It is a systematic method to draw on the experience of the total criminal justice community nationwide. Candidates may come from state, local or private agencies; LEAA funding is not a prerequisite. To be considered exemplary, a project must have demonstrated consistent success for at least one year in reducing crime or achieving a measurable criminal justice improvement. Other selection criteria include cost effectiveness, availability of evaluation data, suitability for transfer, and willingness of the sponsoring agency or community to provide information to other communities.

Candidate projects are prescreened by Institute staff and the most promising programs submitted to a contractor for on-site validation. The validation reports of these are reviewed by a board of LEAA and State Planning Agency representatives which selects the most notable projects for Exemplary status.

All Exemplary Projects are publicized nationally, and descriptive program brochures and detailed instructional manuals are prepared by the contractor on each project. Manuals describe project planning, operation, budget and staffing. They also place special emphasis on evaluation procedures, so that communities adopting the program can gauge their own success or shortcomings. To date, out of over 430 candidate programs, 25 have been designated exemplary.

A brochure describing the program and forms for recommending projects are available from the Model Program Development Division, ODTD at the address below. The deadline for receipt of project recommendations for the next round of screening is January 31, 1978.

A major new effort to be initiated this year is the Research Utlization Program, which will become the primary MPDD vehicle for developing materials for the criminal justice practitioner community.

Designed to increase research utilization options in both dissemination and program development, the program will provide contractual support in four areas:

- review of completed research, recommendation of research utilization

strategies and preparation of specialized materials for selected target audiences (articles in professional journals, pamphlets, manuals, slide presentations, state-of-the-art papers, etc.):

- development of "Program Models" -- documents which synthesize research data, empirical experience and expert opinion, present detailed analyses of a series of programmatic options in the topic area, and discuss the advantages and limitations of each approach;

- development of program designs -- for the field test of promising experimental approaches -- specifying the elements of the model; the goals and objectives; measures and methodology; site selection criteria and preliminary assessment;

- development of validated program designs which draw from the evaluation results of the field test and modify the original design to eliminate those features which produced unintended or undesired effects and highlight those features that have demonstrated value.

* A competitive contract award is planned for the second quarter of FY 1978 to fund the first two years of the program. The Request for Proposals will be published in the Commerce Business Daily.

While the Research Utilization Program focuses on increasing the Institute's ability to use existing dissemination and program development techniques, a second new MPPD effort is designed to derive information which can form the basis for developing new and improved research utilization strategies. The Program will analyze the change process in criminal justice and will be initiated in FY 1978 * with a project focusing on the communication of change. Here the Institute is interested in exploring how change -- in the form of new procedures, programs and approaches -- is communicated to, and between, criminal justice agencies, with an emphasis on effective methods to communicate and bring about changes in an organizational context. A program announcement is planned for the second quarter of the fiscal year.

The existing Prescriptive Package Program of MPDD will be subsumed under the broadened Program Model component of the Research Utilization Program. However, work will continue during FY '78 on 22 Prescriptive Packages previously funded.

Training and Testing Division

The division has two key responsibilities: developing and sponsoring national training in advanced concepts for criminal justice executives and field testing promising new approaches, both developed from NILECJ research and program development activities.

The division's Executive Training Program offers regional workshops for senior criminal justice officials and special national workshops and seminars for selected research-

ers and practitioners. It also provides specialized training to support NILECJ field tests and LEAA demonstrations.

Executive Workshops are held throughout the country on selected new programs resulting from outstanding research and evaluation findings, Exemplary Projects and Program Models. Senior officials of state and local agencies participate in workshops conducted by national experts on the particular topic--wherever possible by those who originated the concepts. A complete training curriculum and resource materials are provided to aid attendees who want to adopt the program in their own communities. Limited follow-on training also is available to help participants sponsor additional training sessions for their own or their client organizations.

Four to five workshop series are conducted each year on subjects with national implications. (Institute funds are not available to support programs of local interest only.) Topics are selected annually based on a survey of State Planning Agencies, LEAA central offices and National Institute staff.

Last year workshops on Juror Usage and Management, Managing Criminal Investigations, Prison Grievance Mechanisms, and Rape and Its Victims trained over 2,100 officials. Related follow-on training reached an additional 1,640 criminal justice professionals. This year workshops developed under FY 1977 funding will be presented on Managing Patrol Operations, Developing Sentencing Guidelines, Victim/Witness Services and Health Care in Correctional Institutions.

Special National Workshops bring key researchers and practitioners together to discuss particularly significant research findings and critical criminal justice issues. Special national workshops planned for this year include: Stochastic Modeling, Plea Bargaining, Utilization of Forensic Resources, Mental Health Services for the Acutely Mentally Ill in Jails and Update '78, a conference on criminal justice issues for city and county executives.

The Field Test Program functions both as part of the Institute's research and development process and in support of LEAA action program development. New approaches based on the findings of Institute programs are tested in a limited number of sites to provide the opportunity to evaluate their effectiveness in different settings and determine their suitability for widespread LEAA demonstration and marketing.

Two to four programs are field tested annually. The Training and Testing Division funds, conducts and monitors the tests, assessing and selecting sites on the basis of criteria established in the test design. Institute funding normally supports an 18-month test in three to five communities for each program. Through the Executive Training Program, TTD also provides special training seminars, on-site consultation and cluster conferences for key staff of all test sites. Where field test results warrant larger LEAA demonstration efforts, TTD also provides the initial training for demonstration site staffs.

Four field tests will be funded in FT 1978: Neighborhood Justice Centers, Split Force Patrol, Sentencing Guidelines and Halfway Houses.

The HOST Program gives officials seriously interested in implementing a new program the opportunity to spend up to two weeks working with administrators of selected "host" Exemplary Projects. The Institute pays travel and living expenses for the visitor. The first-hand, on-location experience provides the chance to study the project operation in detail and prepares the visitor to transfer all or part of it to his own community. The program will support 105 visits to 12 host agencies in FY 1978. Visitors are selected after consultation with State Planning Agencies and professional organizations, who nominate program participants.

Reference and Dissemination Division

The Reference and Dissemination Division operates the National Criminal Justice Reference Service, the LEAA Library, and the publication program of the National Institute. The National Criminal Justice Reference Service, an international clearinghouse, is the Federal resource center for criminal justice researchers and practitioners. Through a wide range of distribution and notification services, the Reference Service informs more than 34,000 subscribers of the latest research and operating experience in criminal justice. Its computerized data base can provide quick response to individual queries on criminal justice topics. When available, single copies of National Institute, LEAA and other selected publications are provided free to subscribers.

Selected foreign documents are provided in English translation.

For further information and details on how to register, write:

National Criminal Justice
Reference Service
Box 6000
Rockville, Maryland 20850

The Division monitors an ongoing grant that supports the Equipment Technology Center. The Center will supervise testing and evaluating of particularly significant items of law enforcement equipment. Performance reports will be made available to law enforcement agencies to help them in making procurement decisions.

A corollary effort is the ongoing Law Enforcement Standards Laboratory (LESL) established at the National Bureau of Standards, which serves as the Institute's scientific laboratory in researching and developing performance standards for selected items of law enforcement and criminal justice equipment. The standards are published and disseminated to criminal justice purchasing agents, and the information also supports the work of the Equipment Technology Center.

The division also maintains the LEAA Library whose special collection serves as a resource for LEAA staff and the public.

In addition to publishing and distributing all NILECJ research and program documents, the Institute's publication program produces specialized information products: brochures, journal articles, and the NILECJ Annual Report. In FY 1978, the program will initiate a Research Bulletin, a Research Monograph series, and the Institute's first Annual Review of Criminal Justice Research.

For additional information

on the Office of Development,
Testing and Dissemination programs
and services described above,
contact:

Director, Office of Development,
Testing and Dissemination
National Institute of Law
Enforcement and Criminal
Justice
Law Enforcement Assistance
Administration
Washington, D.C. 20531

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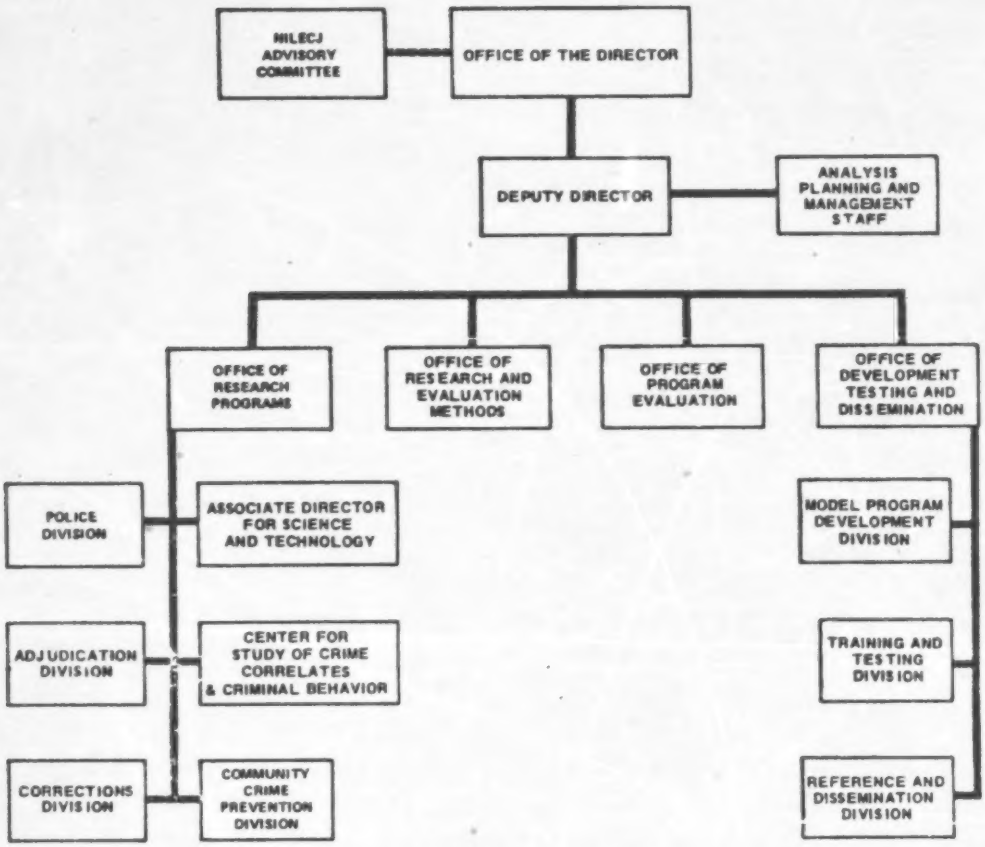
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